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ABSTRACT

A six-year project is planned to assist in improving a skill training system responsive to the Government of Jamaica's (GOJ) economic policies and labor market needs. The project is designed to achieve its objectives by focusing on three components. The Human Employment and Resource Training Trust (HEART) component is concerned with policy formation, integration, and coordination of all skill training activities. It is also charged with increasing private sector participation in skill training activities and improving placement of skill training graduates in productive employment. The nonformal skills training component addresses the need to upgrade and expand the facilities, equipment, instructional technology, and management necessary for delivering a flexible, comprehensive, and expanded program of nonformal skill training. Responsibility for this activity rests with the Ministry of Youth and Community Development. The formal skill training component under the auspices of the Ministry of Education focuses on the need to expand the facilities, equipment, management, and instructor training necessary for delivering a viable, flexible, and expanded formal program of technical-level skill training. Each component is to offer technical assistance and participant training. Project funding will come from USAID (U.S. Agency for International Development) and the GOJ. Both internal and external evaluations are planned. (YLB)

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USAID BASIC SKILLS TRAINING PROJECT (JAMAICA)

Paper presented by Cedric S. McCulloch at the American Vocational Association Convention, Atlanta, Georgia, U.S.A. - December 7, 1985

BACKGROUND

Technical and Vocational Education have been a part of the Jamaican Educational System. Responsibility has been shared by the Ministries of Youth and Community Development, Education, Labour and Office of the Prime Minister.

MINISTRY OF YOUTH

The Ministry of Youth had Industrial Training Centres where youths between the ages of seventeen to thirty-five usually attend for one year to learn a basic skill. The Social Development Commission a Statutory Body of the Ministry of Youth had Youth Camps in a residential situation were taught various skills for a period of one year usually in Construction Skills, Agriculture, Home Economics and Garment-making. Also in the Ministry of Youth is Apprenticeship training.

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MINISTRY OF EDUCATION:

Technical/Vocational Education is taught mainly in the new Secondary Schools. In the grades ten (10) and eleven (11). This consists of theory with a substantial amount of practical hours which contains a few hours of on the job experience. In addition to the new Secondary Schools grades ten (10) and eleven (11) programme there has always been the technical High Schools with a very effective Vocational Technical Programme over a number of years.

Like all other Programmes this Vocational Education Programme was not without its weaknesses and drawbacks. Facilities and Equipment for this work was not adequate to maintain the standard that was required. Materials was in short supply and scarcity was due to lack of finance.

Poorly prepared staff which could not adequately meet the needs of the programmes. Absence of support staff like Counsellors, Placement Officers to help with the placement of of the graduates and to evaluate and have follow-up programmes to regulate, co-ordinate and ensure an efficient national programme.

- A fragmented system of skill training which includes a number of Ministries, as well as other Government Agencies and Private Voluntary Organizations;
- Un-necessary duplication in programmes and facilities, and un-regulated training not based on current or anticipated demand;
- Poor relationships with the Private Sector
- No effective formalized placement service;
- An inequitable geographic distribution of facilities, and programme that do not necessarily relates to labour market demand.

- A lack of national certification of occupations and job standards and;
- Excessive concentration on entry level training. Internally, skill training Institutions and Programmes are:
- Regid structured to last one year, regardless of tthe particular skill;
- Unable to meet the need for new skillsrequired to support economic recovery;
- Lacking in new instructional technology and materials that could reduce the cost of training and enhance instructors effectiveness;
- Shortage of consumable training materials and trained instructors; and
- Poorly managed, and lacking proper facilities and training equipment.

As a result of all these short-comings there was a need for a Project to be in place to provide all those needs for a proper Vocational Training Programme. Hence the Basic Skills Project came in to being.

The Problem

Jamaica's human resource problems are among the most difficult facing the Government. Traditionally, the nation has had excessively high levels of un-employment and under-employment. At the same time, it has a shortage of skilled workers that imposes severe constraints on economic development. Over the next five years Jamaica will require an annual average of more than 9,000 technically, skilled and semi-skilled workers.

Introduction to the Project:

Project Summary:

One of the major obstacles to the Government of Jamaica's economic recovery programme is the shortage of skilled, semi-skilled and technical man-power. This situation exists, despite high levels of un-employment and under-employment. The

Government of Jamaica is well aware of the economic, social and political implications of this situation, and has assigned high priority and considerable resources to its resolution.

The six year project will help the Government of Jamaica to establish a skill training system that is responsive to Jamaica's needs and consistent with the GOJ's policy of pursuing a 'Private Sector led' economic growth policy. Many elements of such a Skill Training System currently exist within Private and Public institutions in Jamaica. However, these elements are fragmented, badly capitalized, rigidly structured, poorly managed, lack new instructional technology, and function inefficiently in relative isolation from one another and Private Sector. They do not, as yet constitute a "System."

Goals:

Project Goal:

To establish a trained human resource base that will facilitate the economic recovery programme and improve productivity.

Purpose:

The purpose of this Project therefore is to assist in improving a skill training system that is responsive to the GOJ's economic policies and Labour Market needs.

Scope:

The Project design pursues a focussed and internally integrated approach to meeting the long and short term training requirements of Jamaica. Attention is directed to three main areas:

1. Assistance for the institutional development of the Human Employment and Resource Training

(HEART) Trust created in 1982, which will, among other things regulate, evaluate, fund, promote and co-ordinate new and existing skill training programmes included in the GOJ's desired skills training system.

2. Up-grading and expansion of Non-Formal Skill Training Programmes and Services within the Ministry of Youth and Community Development,

3. Up-grading and expansion of formal technical skill training services and programmes within the Ministry of Education.

Financing of the Projects:

There will be two components to the funding of this project: US AID and the GOJ respectively. US AID Funding will contribute

13.4 Million. This will comprise:

Loans	$8.5M
Grants	$4.9M

The contribution of the Government of Jamaica over the six year period is estimated at $34.3M.

The project is designed to achieve its objectives by focussing on three (3) basic components:

- H.E.A.R.T. Trust
- Non-Formal Skills Training, and
- Formal Skills Training

These components are inter-related and mutually supportive, and together they represent an internally consistent thrust compatible with GOJ's overall efforts to develop a sound skill training programme. Details are provided below concerning each of the principal component of the Project.

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The H.E.A.R.T. Trust

The H.E.A.R.T. Trust (H.E.A.R.T. or the Trust) component is concerned with policy formation, integration and co-ordination of all skill training activities. It is also charged with increasing private sector participation in skill training activities, and improving the placement of skill training graduates in productive employment.

Technical Assistance

The principal technical assistance responsibilities of

the project will belong to the Technical and Vocational Education Administration and Management Specialist who will also serve as Project Team Leader. This person is already in place for five (5) years, in the person of Dr. James Wall and is currently serving as Chief of Party.

Participant Training

Ther will be one long term twelve (12) person months fellowship in Management and Planning. A total of sixty (60) person months of short term fellowship in the following areas:

1. Project Development
2. Monitoring
3. Placement
4. Administration of Revolving Fund
5. Specific Training Problem Areas

In addition there will be Workshops/Seminars to promote H.E.A.R.T.

Non-Formal Skill Training(MYCD)

The Non-Formal Skill Training component addresses the need to upgrade and expand the facilities, equipment, instructional technology and management necessary for delivering a flexible, comprehensive and expanded programme of Non-Formal Skill Training. Responsibility for this activity rests with the Ministry of Youth and Community Development (MYCD).

The Ministry of Youth and Community Development, through its Social Development Commission (SDC) and Vocational Training Division (VTD), has a long history of involvement with Non-Formal Skill Training activities. In the 1950s, the Social Development Commission developed and operated rural residential Youth Camps aimed at providing pre-vocational and vocational level skill training.

In the 1960s, the Ministry of Youth and Community Development developed Industrial Training Centres (ITCs) (non-residential, vocational level skill training), which were expanded island-wide to 32 centres. In the early 1970s, with assistance from the International Labour Organization (ILO), the Ministry of Youth and Community Development developed the Vocational Training Institution (VTDI) to provide Instructor training to support Jamaica's Non-Formal Skill Training system.

In an effort to restructure the non-formal skill training system, the GOJ has decidee to phase-out the ITC network and replace it with a system of H.E.A.R.T. Academies. The Academies, which will offer residential and non-residential training, are predominately aimed at 17-25 years old at the basic vocational training level.

The GOJ's decision to expand the H.E.A.R.T. Academies and phase out the ITC network requires a rationalization of existing equipment, hand tools and machinery. Within this context, A.I.D. inputs will repair usable equipment and machinery, and introduce additional equipment, machinery, and hand-tools, as needed. A.I.D. inputs will assist H.E.A.R.T. Academies working in the Construction Skills, Repair and Maintenance, and Commercial skill areas.

The project will up-grade and introduce appropriate and innovative curricula, instructional technology and training materials to reduce the cost of training and enhance the effectiveness of instructors. A.I.D. funds will be used to provide these inputs to the selected institutions, as well as to develop a Curricula and Training Materials Resource Centre

at VTDI. Recent technological advances in training, e.g. self-paced, competency based, modularized and programmed instructional techniques, will be introduced and adapted for use in Jamaica. Through the VTDI Resource Centre, the H.E.A.R.T. Academies, and other private and public sector training institutions will have access to a wide variety of training materials and curricula, and will receive assistance from VTDI in adjusting these materials to meet their specific requirements. As part of its responsibilities, the VTDI will develop and adopt appropriate curricula and training materials to address a need for work attitude and training for self-employment programmes. Emphasis will be placed on adapting existing curricula and materials, thereby avoiding the cost of developing totally new materials. Once curricula and materials have been adapted for use in Jamiaca,

workshops in their application will be conducted for potential users.

In co-operation with the formal skill training component of the project, A.I.D. resources will be used to provide in-service training to Project-connected personnel in the administration and management of skill training centres and institutional laboratories. In-service training will be conducted through short-term seminars for administrators and teachers by technical advisors and local personnel who have demonstrated effective management practices. Specifically, this training will include: in-service training for VTDI personnel in management, testing, monitoring/inspecting, tracer studies, and curriculum and materials development and adaptation. In addition, A.I.D. will support four persons for advanced, long-term, overseas training in vocational pedagogy, and

provide 20 person months of short term study/observation programms abroad.

Technical Assistance:

Under this component of the Project US AID/Jamaica will supply the Technical Assistance Services of a five (5) year Non-Formal Skills Management/Training Specialist and a two year institutional materials/curriculum Development Specialist to develop a pilot support programme for four units of the H.E.A.R.T. Academy and other subsidiaries.

A. Non-Formal Skills management/training specialist is a long term technical assistance to this Ministry.

Dr. Cecil Dugger spent one (1) year carrying out the responsibilities of the Division and Dr. Robert Weishan is now here for an initial two years to continue the work in this area.

B. In addition the Institutional/Material/ Curriculum Development Specialist.

This individual has been located at the institutional material resource Centre of VTDI and this person is Dr. Fred Harrington who will be there for two years.

Participant Training:

The long term Fellowship under this section will be forty-eight person months in Vocational Administration and forty-eight person months in Pedagogy. For short term there will be twenty person months.

Formal Skill Training (Ministry of Education)

This component focuses on the need to upgrade and expand the facilities, equipment, management and instructor training necessary for delivering a viable, flexible, and expanded formal programme of

technical level skill training.

The last major improvement in the Technical High School System took place in the 1960s. Since then, the schools have maintained capacity enrollment and have had heavy and sustained use. At the same time, funding of recurrent expenditures has not been adequately budgeted to keep the physical plant and instructional programmes in good order. This, along with weak management systems, and a shortage of qualified instructors, has resulted in a general deterioration of the system.

In spite of the difficulties and shortcomings faced by the Technical High School System, it plays an important economic role. Graduates of these institutions are at the skilled craftmen or technician level, and may continue their education, or go into middle management or higher skill levels in the private sector.

Technical School graduates serve as an essential link between the highly skilled professional and semi-skilled and unskilled workers, and they are an important force in Jamaica's economic revitalization and growth. Six existing Technical High Schools will be rejuvenated and three existing Secondary along with one Comprehensive High School.

Appropriate Innovative Instructional Technology and Materials be introduced

A basic objective of the Project is to introduce appropriate innovative technology and training materials in the Technical High Schools. A variety of new classroom materials, teaching aids, audio/visual equipment and other related educational technology is required. As part of the new technology and materials, the Project will develop and adapt appropriate work attitude training materials. A basic

set of technical reference materials will be supplied to each school. Finally, the Vocational/Technical Division of the Ministry of Education will receive a modest amount of equipment (duplicating machine, audio-visual and photo equipment) to provide institutional support and upgrade a Training Materials Resource Centre, which will be used to improve the dissemination of materials between Technical High Schools.

Training will be provided in the management of Technical High Schools and instructional laboratories

In co-operation with the non-formal skill training component of the Project, in-service training will be offered to the majority of Project-connected personnel in the administration and management of Technical High Schools

and instructional laboratories. The inservice training will be provided through short-term seminars and workshops for administrators and teachers, and it will be conducted by technical advisors, and local administrators and teachers who have demonstrated effective management techniques. Several trainees will serve a practical observation training period at Vere Technical High School, a school with an exceptionally effective management system. This experience will help them to develop a workable plan for managing their individual schools.

Personnel Training will be provided

The training provided will be of three types: In-service training for the majority of Project-connected personnel

involved in administration, teaching, and materials development and adaptation; Technical Programme at College of Arts Science and Technology; and participant training for advanced study abroad. The in-service training, conducted with the assistance of U.S. university, will provide a "career track," i.e., provide the opportunity for individuals to enter at different points along the track and progress to a degree. The "career track" training and credential system will support the long-term upgrading and retention of technical teachers. A.I.D. financed specialists will work with CAST to develop a plan to recruit more students to the programme, and thirty scholarships per year will be provided to qualified students who enroll in the

teacher training programme will focus on the training of Key counter-parts in combination study/ observation programmes abroad.

Private Sector Advisory Committee

Assistance will be provided to help the GOJ develop an effective technical and vocational education system which is responsible to the needs of the Private Sector. As part of the upgrading of the present Vocational-Technical Education Unit within the Ministry of Education, U.S. Specialists will assist the M.O.E. to develop an effective Private Sector Advisory Committee, which will assist in the development of curricula, occupational counselling, and placement of Technical High School graduates. The Private Sector Advisory group to the

Vocational Technical Unit will meet on a regular basis and be charged to ensure that all vocational curricula is flexible and relevant to occupational employment and that an effective counselling system for employment placement is in place. Each Technical High School and each H .E.A.R.T. Academy will have its own private sector advisory group. These private sector advisory groups will operate more closely with the day to day activities of the skill training system of a particular Technical High School or H.E.A.R.T. Academy.

Technical Assistance

Formal Skills Training under the auspices of the Ministry of Education will upgrade and expand the Management of Technical High Schools. The Technical High School Specialist wil

over a five year span carry-out his responsibilities and he is already in place in the person of Dr. Craig Clauser.

Participant Training:

Long Term twenty-four person months long term fellowship in management of Technical High Schools.

Short Term:

There will be a total of eighteen person months training in this area along with a number of seminars and workshops.

IMPLEMENTATION ARRANGEMENTS

Implementation and Monitoring Responsibilities

The HEART Trust in co-operation with USAID/J, coordinates overall project activity and have full responsibility and authority for project implementation. Overall policy direction of the Project is provided by the HEART Trust Board. The Board consists of 10 private sector representatives and 10

representatives of key GOJ agencies, as designated by the Minister of Finance.

The Project is directed by a Management Committee, which consists of the Managing Director of the Trust, as Chairman, the MOE Project Manager, the MYCD Project Manager, the USAID/J Project Officer, and Chief of Party (C.O.P.) of the Project Contract Team. The Project Management Committee meets once per month to review project implementation and recommend appropriate action.

Each Ministry has a Sub-project Management Committee which is made up of persons serving the Project. This Committee meets on a monthly basis and it is chaired by the Permanent Secretary or a person so appointed by him.

The Project requires that the Technical, Administrative and Management be provided through a single organization with responsibilities for administering the technical assistance activities, coordinating the fellowship and inservice training of local personnel, supervising the procurement and installation of equipment and to provide overall direction and supervision of project implementation.

The process of selection of the contractor involves the distribution and response to RFP. Seventeen proposals were finally evaluated consisting of private training companies, educational institutions in various combinations. The RCA Service Company was successfully in being selected to guide the project.

Long term Project Staff arrived in Jamaica beginning in September, 1984 and since then a number of Short Term Specialists

have been coming and going.

Financial Management

USAID/J makes disbursement to the HEART Trust based upon approved requests for advances of funds to meet local currency cost of goods and services included in the approved project budget and the AID contribution to the Revolving Loan/ Grant Fund.* Such advances may not exceed 60 days estimated expenditure. Expenditures must be properly reported and documented to USAID/J on a monthly financial report in form and substance acceptable to AID before further advances are approved. The foreign exchange cost of eligible goods and services procured by host country institutions, generally, will be financed under direct or bank letters of committment.

*Monthly disbursements of funds to MYCD and MOE comes from the HEART Trust.

EVALUATION PLAN

Internal Evaluation System

The HEART Trust has established an Internal Evaluation System for monitoring the activities of the skill training system and evaluating the results of these activities. It focusses both on the quantitative and qualitative aspects of the system as well as evaluating its internal efficiency and its ability to satisfy the needs of the labour market. There has been one one-week internal review since the start of the Project held in October,1985.

Methodology

The Internal Evaluation System obtains information from all of the training institutions which form part of the skills training system. This information includes enrollment by occupation, completion by occupation, utilization of facilities,quality of

graduates as measured by test scores and pass rates of standardized proficiency tests and quality of courses as measured by the utilization project developed curricula, curricula content and time in shop and work site related training. Cost of courses and the number of weeks of courses will be maintained. Utilization of staff time and the access to labour force related services such as vocational counselling and placement activities will be included. The Internal Evaluation System also registers post-training information from graduates through formal and informal tracer studies and follow-up interviews. Contacts will be made with employers immediately after placement, with a sample of graduates after completion of training courses, and with a much more limited sample of graduates for long term follow-up. These data will evaluate labour force behaviour of the graduates and will touch on

quality of training from both the graduates' and the employers' point of view.

Purpose

The purpose of the Internal Evaluation System is to assure that training courses are meeting labour market needs, that they are cost-effective and efficient, that training content is directed specifically to that outlined in the project and that the aggregate number of trained graduates by occupation does not exceed potential labour market requirements.

External Evaluations:

Informal Project review between all implementating agencies, the HEART Trust, the the contractor i.e., RCA and USAID/J will be carried out semi-annually during the life of the Project. These reviews will address the progress, problems and continuity

and work plans for the succeeding six months.

During the life of the Project, special in-depth evaluations will be conducted every two years. These evaluations will investigate technical, administrative and managerial matters, the need for changes in the allocation of Project resources, and achievements in Projects goals and objectives. Results from these evaluations will provide valuable guidance in the future implementation of the Project and possible reallocation of Project funding. It is anticipated that the GOJ, HEART Trust, and all participating agencies will cooperate fully in Project evaluations. USAID/J will also participate in all Project evaluations and will provide foreign expert consultant evaluators to work with local experts on these special evaluations.

Conditions Precedent to Disbursement:

All of AID's standard conditions precedent to disbursement and covenants have been included in the Project agreement. In addition, the substance of all of the following conditions precedent and covenants have been negotiated with the Government of Jamaica for inclusion in the agreement.

1. Conditions Precedent to Initial Disbursement

Prior to any disbursement, or the issuance of any commitment documents under the Project Agreement, the cooperating Country shall, except as AID may agree otherwise in writing,furnish in form and substance satisfactory to AID.

(a) evidence of the establishment of a Project Management Committee, which will include a representative from the HEART Trust (as Chairman), Ministry of Education, Ministry of Youth and Community Development, AID Project Officer and as Chief of Party of the technical assistance contractor;

(b) evidence of the establishment of an autonomous HEART Trust Board of Directors, or other equivalent body, together with evidence that the Board includes equal representation from the private and public sectors and key officials of appropriate government agencies;

(c) evidence of the establishment of a staffing and funding plan by the HEART Trust which provides for appropriate technical and administrative personnel required by the HEART Trust organizational structure;

(d) evidence of the restructuring of the Ministry of Education in a manner which will facilitate the effective delivery and administrative support of the Vocational-Technical Unit for the formal skill training component; and

(e) evidence of a staffing and funding plan which provides for appropriate technical and administrative personnel required by the Ministry of Youth and Community Development's agencies involved in the Project's non-formal Skill Training Division and Vocational Training Development Institute.

2. Conditions Precedent to Subsequent Disbursement

(a) Prior to the disbursement of any funds for training, the Cooperating Country shall submit, in form and substance satisfactory to AID, evidence of a time-phased detailed Training Plan for the training activities during the first year of the Project, together with a more general training plan for the remainder of the Project.

(b) Prior to the disbursement of any funds to the HEART Trust Revolving Loan/Grant Fund the Co-operating Country shall, except as AID may otherwise agree in writing, furnish, in form and substance satisfactory to AID, evidence of: (1) establishment of disbursement criteria including, (a) selection of borrower/granters and (b) choice of a loan or a grant as the appropriate instrument; (2) establishment of a loan and grant procedures, including procedures for setting interest rates, appropriate accounting and audit mechanisms and grant and loan instruments, and (3) measures to assure maintenance of the Fund value.

(c) Prior to the disbursement of any funds in the third year of the Project, the cooperating country shall, except as AID may otherwise agree in writing, submit, in form and substance satisfactory to AID, evidence of a plan and budgetary allocations adequate to ensure that the facilities renovated and built and equipment and materials purchased under the Project will be adequately maintained subsequent to project completion.

(d) Prior to procuring any training materials or equipment, the cooperating country shall, except as A.I.D. may otherwise agree in writing, submit satisfactory evidenct to A.I.D. that the construction or renovation of the respective building in which such materials or equipment are to be housed is at least, sixty percent (60%) completed and that an adequate property control and usuage system is in place.

ACHIEVEMENTS OF THE PROJECT IN THE FIRST YEAR

As part of the evaluation of the Project the achievements can be assessed under the following headings:

1. Technical Assistance
2. Staff Development (fellowship/seminars,etc.)
3. Equipment
4. Institutional Development

TECHNICAL ASSISTANCE

Consultancy services from short and long term experts over the past eighteen months in conducting local seminars and workshops has created an impact on the Non-Formal Education Unit of the Ministry of Youth and Community Development, HEART Academies, HEART Trust, Ministry of Education and the Vocational Training Development Institute.

STAFF DEVELOPMENT

(a) Fellowship

(b) Workshops/Seminars

Already one person has gone on a one year Fellowship at the Oklahoma State University. At present one person is gone on a one month fellowship from the Ministry of Education.

There has been much short term training and study tours, one in particular where persons have gone on a familiarization tour of Job Corp Centres to observe residential living in the United States of America. Participation in the A.V.A. is financed by the Project.

EQUIPMENT

Equipment have been purchased for a number of Technical High Schools to upgrade those already in place. The two (2)

H.E.A.R.T. Academies - Stony Hill and Portmore have benefited from some equipment. The Vocational Training Development has also benefited from this.

INSTITUTIONAL DEVELOPMENT

A Curriculum Resource Centre at the Vocational Training Development Institute is being developed. The Curriculum Unit of that Institution is fully operational. The Non-Formal Educational Unit of the Ministry of Youth and Community Development is already in operation. Two HEART Academies have already come on stream. One was upgraded to Academy level and the other was built within eighteen months. These have benefited from programmed time table and curriculum materials.

In the Ministry of Education the main emphasis has been on

the strengthening of Vocational, Technical Division.

The HEART Trust was established in 1982. The organization has made substantial progress in the development of its organizational structure and staffing. Through a carefully presented programme to the public, the Trust is becoming to be know in Jamaica as the organization responsible for financing the setting standards and the monitoring of vocational training. Very early HEART will in fact be know as the National Training Board of Jamaica.